BEFORE THE PUBLIC UTILITIES COMMISSION OF THE **STATE OF CALIFORNIA**



Order Instituting Rulemaking to Implement the)	
Commission's Procurement Incentive)	
Framework and to Examine the Integration of)	R.06-04-009
Greenhouse Gas Emission Standards into)	(Filed April 13, 2006)
Procurement Policies.)	
)	

COMMENTS OF CALPINE CORPORATION ON FINAL WORKSHOP REPORT ADDRESSING INTERIM EMISSIONS PERFORMANCE STANDARD PROGRAM FRAMEWORK

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Dated: October 18, 2006

BEFORE THE PUBLIC UTILITIES COMMISSION OF THE STATE OF CALIFORNIA

Order Instituting Rulemaking to Implement the)	
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COMMENTS OF CALPINE CORPORATION ON FINAL WORKSHOP REPORT ADDRESSING INTERIM EMISSIONS PERFORMANCE STANDARD PROGRAM FRAMEWORK

Pursuant to the October 5, 2006 Assigned Commissioner's Ruling, Calpine Corporation ("Calpine") respectfully submits these comments on the final workshop report addressing Commission Staff's proposed interim emissions performance standard ("EPS") program framework ("Final Workshop Report").

As Calpine noted in its comments on the Draft Workshop Report, Calpine strongly supports the adoption of an EPS limit that will both prevent backsliding and encourage long-term commitments with lower-emitting baseload generation resources. To accomplish this goal, it is important that the Commission adopt the lowest possible EPS limit without compromising reliability. Calpine believes that an EPS limit of 1,000 lbs CO2/MWh is consistent with Senate Bill ("SB") 1368 in that it represents a reasonable approximation of the emissions of a combined cycle natural gas turbine ("CCGT") and would not limit the availability of long-term baseload generation resources necessary to meet the State's future reliability needs.

In addition, it is critical that the EPS limit adopted by the Commission apply to *actual emissions*. Exemptions for research and development ("R&D") projects that otherwise do not

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meet the EPS limit¹ and/or the use of emission proxies for "unspecified resources" are by nature inconsistent with SB 1368 and the fundamental purpose of an EPS limit because they do not account for actual GHG emissions from the emitting resource. For this reason, the Final Workshop Report should be revised to require that all long-term commitments for baseload generation be limited to "specified resources" and that, absent a strong showing that an exception to the EPS limit is needed for reliability purposes, the emissions for all long-term baseload generation must meet the adopted EPS limit at the time of the commitment.

I. AN EPS LIMIT OF 1,000 LBS CO2/MWh IS CONSISTENT WITH SB 1368 AND SHOULD BE ADOPTED BY THE COMMISSION

The Draft Workshop Report would have established an EPS limit applicable to all existing, repowered, and new resources of 1,000 lbs CO2/MWh.³ As support for this position, the Draft Workshop Report reasoned that a limit of 1,000 lbs CO2/MWh "[will] allow[] for high performing existing CCGTs to qualify and is significantly above the average emissions reported for gas plants within and outside of the state." Although, the Draft Workshop Report found that high performing CCGTs would meet an EPS limit of 1,000 lbs CO2/MWh, the Final Workshop Report increases the limit to 1,100 lbs.⁵ Such an increase in the EPS limit is inconsistent with the goals of SB 1368 and not necessary to ensure reliability.

The primary goal of SB 1368 is to prevent "backsliding" while the Commission and other State regulatory agencies develop and implement longer term programs to mitigate the environmental impacts associated with GHG emissions. Specifically, SB 1368, provides:

[t]he establishment of a policy to reduce emissions of greenhouse gases, including an emissions performance standard for all

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¹ See Final Workshop Report at 45.

² See Final Workshop Report at 46.

³ Draft Workshop Report at 28.

⁴ Draft Workshop Report at 28; see also Final Workshop Report at 33.

⁵ Final Workshop Report at 34.

procurement of electricity by load-serving entities, is a logical and necessary step to meet the goals of the Energy Action Plan II and the Governor's goals for reduction of emissions of greenhouse gases.⁶

In Executive Order S-3-05, Governor Schwarzenegger called for a reduction in GHG emissions to 1990 levels by 2020. As Calpine has previously discussed,⁷ a key factor in whether California will be able to meet this target will be the growth of CO2 emissions in the near term. The more that CO2 emissions increase in the near-term, the more difficult it will be to meet the Governor's 2020 goal. Thus, it is critical to meeting California's longer-term environmental goals that the Commission set the interim EPS limit as *low as possible* to mitigate increases in CO2 emissions without compromising reliability.

As a practical matter, any *new* CCGT should be able to meet an EPS limit of 1,000 lbs CO2/MWh. Thus, the issue is whether the EPS limit accommodates existing CCGT resources. Indeed, according to the Final Workshop Report, the primary reason for increasing the limit to 1,100 lbs is to accommodate *existing* CCGT units.⁸ It is unnecessary, however, to adjust the EPS limit to accommodate existing resources because SB 1368 "deems" all CCGTs currently in operation or having a final permit decision from the California Energy Commission to be in compliance with the EPS limit.⁹ As a result, load serving entities ("LSEs") will continue to be able to enter into long-term baseload contracts with existing CCGTs regardless of the EPS limit adopted by the Commission.¹⁰

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⁶ Chapter 598, Section 1(h), Statutes of 2006 (emphasis added).

⁷ See Comments of Calpine Corporation on Draft Workshop report Addressing Interim Emissions Performance Standard Program Framework at 3.

⁸ Final Workshop Report at 34.

⁹ Chapter 598, Section 8341(d)(1), Statutes of 2006.

¹⁰ In addition, because the interim EPS applies only to long-term commitments for baseload generation resources, LSEs will continue to be able to enter into short- and intermediate-term commitments with all types of generation resources, including high emitting resources if needed.

Given that existing CCGTs are deemed compliant with the EPS limit, an EPS limit of 1,000 lbs CO2/MWh will allow LSEs to meet their respective reliability needs without locking themselves (and the State) into *new* long-term commitments with high-polluting resources. This approach is consistent with the goals of SB 1368 and the Governor's long-term GHG reduction goals.

II. ALLOWING R&D EXEMPTIONS FOR RESOURCES THAT DO NOT OTHERWISE MEET THE EPS LIMIT IS INCONSISTENT WITH SB 1368 AND THE STATE'S LONG-TERM GHG REDUCTION GOALS

The Final Workshop Report proposes an R&D exemption for high emitting resources that otherwise would not meet the interim EPS limit.¹¹ According to the Final Workshop Report, one example of a resource that could qualify for the proposed R&D exemption would be:

an advanced coal facility that has an equal or better emission rate than the estimated [integrated gasification combined cycle ("IGCC")] average heat rate and emissions, and that has or will have *in a reasonable period of time* the capacity and an existing plan to capture and store carbon dioxide ¹²

Creating exemptions for resources that otherwise do not meet the EPS limit established by the Commission is inconsistent with policies aimed at reducing GHG emissions. As the Draft Workshop Report noted, the average emissions rate for an IGCC facility is 1,770 lbs CO2/MWh. Thus, the R&D exemption proposed in the Final Workshop Report could have the effect of exempting a resource with an emission rate 60% higher than the proposed EPS limit. An EPS limit will only prevent backsliding and further California's long-term GHG reduction goals if it is applied equally to all generation resources.

If a resource does not meet the EPS limit at the time an LSE's commitment to the resource is proposed, the Commission should not approve a long-term commitment with that

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¹¹ Final Workshop Report at 27.

¹² Final Workshop Report at 27 (emphasis added).

resource. Thus, if advanced coal technology cannot meet the interim EPS limit absent carbon sequestration, then that resource should not be eligible for a long-term commitment with an LSE unless and until the sequestration process is operable and the resource can demonstrate compliance with the interim EPS limit.

III. ALLOWING LONG-TERM COMMITMENTS WITH UNSPECIFIED RESOURCES IS NOT MANDATED BY SB 1368 AND WILL UNDERMINE THE STATE'S LONG-TERM GHG REDUCTION GOALS

The Final Workshop Report would allow long-term baseload commitments to be made with "unspecified resources" (*i.e.*, contracts that are not unit specific). In such cases, the Final Workshop Report proposes applying a proxy emissions level for purposes of determining compliance with the EPS limit.¹³ The proxy would be based on the California Energy Commission's "Net System Power" average.¹⁴ The Final Workshop Report contends that the use of a proxy for unspecified resources is justified because "long-term contracts with unspecified resources are a small fraction of the incremental power supply."¹⁵

The use of proxies for purposes of determining compliance with the EPS undermines GHG reduction goals because, by definition, such proxies do not reflect the actual emissions from a resource. As a result, there is no way to determine whether a commitment with an unspecified resource is consistent with the Commission's goals in this proceeding or simply exacerbates the problems the Commission and the State are trying to address. Moreover (and perhaps most importantly), although long-term commitments with unspecified resources may currently make-up only a small fraction of the incremental power supply, the use of a proxy that would assign a lower emissions level to a resource could encourage long-term commitments with

¹³ See Final Workshop Report at 31, 38, and 46.

¹⁴ Final Workshop Report at 38.

¹⁵ Final Workshop Report at 38.

¹⁶ It is axiomatic that the emissions from a resource can only be measured if the identity of the resource is known.

resources that would otherwise not meet the interim EPS limit. For instance, if a proxy

guarantees EPS compliance, there would be no reason why any resource would not pass the EPS

screen because non-compliant resources would always use the emissions proxy. The net effect is

that long-term commitments with higher emitting resources may ultimately increase.

Policies that potentially increase long-term commitments with high emitting resources

should be discouraged. Accordingly, the Final Workshop Report should be revised to require

that all long-term commitments for baseload generation involve "specified resources" that can

demonstrate compliance with the interim EPS.

IV. **CONCLUSION**

For the reasons discussed herein and in Calpine previously filed comments, Calpine

recommends that the Commission (1) adopt 1,000 lbs CO2/MWh at the EPS limit; (2) require

that all long-term commitments for baseload generation involve "specified resources" that can

demonstrate compliance with the EPS limit; and (3) prohibit exemptions for resources that

cannot meet the EPS limit, except in the limited case where a strong showing is made that a non-

compliant resource is necessary for reliability purposes.

Respectfully submitted,

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Dated: October 18, 2006

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CERTIFICATE OF SERVICE

I, Judy Pau, certify:

I am employed in the City and County of San Francisco, California, am over eighteen years of age and am not a party to the within entitled cause. My business address is 505 Montgomery Street, Suite 800, San Francisco, California 94111.

On October 18, 2006, I caused the following to be served:

COMMENTS OF CALPINE CORPORATION ON FINAL WORKSHOP REPORT ADDRESSING INTERIM EMISSIONS PERFORMANCE STANDARD PROGRAM FRAMEWORK

via electronic mail to all parties on the service list R.06-04-009 who have provided the Commission with an electronic mail address and by First class mail on the parties listed as "Appearance" and "State Service" on the attached service list who have not provided an electronic mail address

I declare under penalty of perjury under the laws of the State of California that the foregoing is true and correct, and that this declaration was executed on the date above at San Francisco, California.

_____/s/ Judy Pau Judy Pau

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